

Annex 1. Implementation of the PAR Action Plan in 2019, contributions from the responsible institutions, excerpt from the Unified Information System for Planning and Monitoring of Public Policy Implementation

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| Annual report on: | Action Plan for the Implementation of the Public Administration Reform Strategy (2018–2020) |
| Document proponent: | MINISTRY OF PUBLIC ADMINISTRATION AND LOCAL SELF-GOVERNMENT |
| Public policy document elaborated by the action plan: | Public Administration Reform Strategy |

Overall objective 1: Further improvement of work of public administration in accordance with principles of the European Administrative Space, provision of high quality services to citizens and business entities and creation of public administration which will significantly contribute to the economic stability and the improvement of the living standard

Document proponent: MPALSG

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--------------------------|-------------------------|----------------------|------------------------|--|
| Government effectiveness | 55.77 (2016) | | 56.73 | The value for 2018 was measured in 2019. |

Specific objective 1.1: Improvement of organisational and functional public administration subsystems

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|--------------------------------|
| Clarity and comprehensiveness of the official typology of central government bodies (PPA4) | 4 (2017) | | | The value is measured in 2021. |
| Mechanisms ensuring managerial accountability laid down in the regulatory and legislative frameworks (PPA4) | 1 (2017) | | | The value is measured in 2021. |

Measure 1.1.1: Organisational and functional restructuring of public administration by implementing, by 2020, evidence-based measures for optimisation of public administration with respect to work processes, organisational structures, the number of institutions and their fitness for purpose and the number of employees

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|-------------|
| Optimised, coherent and rational structure of public administration – % of planned measures for 2018 under the HFR AP | 0 (2017) | | 0.00 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|--|-----------------------|-------------------------|----------------------------|-----------------------------|-------------|---|---|
| 1.1.1.1: Amend the Law on State Administration in order to standardise and define typologies of organisational forms and administrative tasks (coherent fields of work in administration), and to delegate powers to lower-rank managers | MP AL SG | Q 2 | In pr og res s | | | | |
| 1.1.1.2: Establish the Register of Holders of Public Powers in order to create a single record of public administration bodies, types of powers and a clear vertical accountability among bodies, an inventory of public registers and bodies in charge of establishing and maintaining individual registers | MP AL SG | Q 2 | In pr og res s | Q4 202 1 | | | |
| 1.1.1.3: Amend the Decree on principles of internal organisation and job classification in ministries, special organisations and services of the Government, in order to establish units in charge of public policy planning, reporting, communications, harmonisation of capacities and obligations under the NPAA, and determining standards for the ratio of non-managerial staff to managers (1:5) | MP AL SG | Q 4 | In pr og res s | | | | |

Measure 1.1.2: Improved functioning of local self-government and decentralisation and deconcentration of state administration tasks by defining the strategic framework and strengthening the capacity of cities and municipalities to efficiently carry out public tasks and procedures, establish inter-municipal cooperation, and implement the principles of good governance

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|--|
| The number of new inter-municipal cooperation arrangements to jointly discharge local self-government responsibilities | 0 (2017) | 2.0 | 4.00 | The MPALSG established the Inter-Municipal Cooperation Advancement and Establishment Fund, with the support of the Swiss Government, under which the first four inter-municipal partnerships were entered into by 33 municipalities and cities, aimed at ensuring better services for citizens. |
| A strategic or programmatic document determining a decentralisation policy or local self-government reform adopted | 0 (2017) | 2.0 | 1.00 | The Starting Points for the preparation of the Programme for the Local Self-Government Reform in the Republic of Serbia was prepared and approved by the PAR Council (a choice was made to develop the Starting Points document instead of the Concept Paper). Work has begun to develop the Programme for the Local Self-Government Reform. |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|-----------------------|-------------------------|--------------------------|-----------------------------|---|---|---|
| 1.1.2.1: Adopt amendments to the Law on Local Self-Government to align it with new regulations and to reform the legal framework for operation of LSGs bodies, community-level self-government and inter-municipal cooperation (create a single | MP AL SG | Q 2 | Co mp let ed | | The amendments to the Law on Local Self-Government were adopted in June 2018. The amendments have brought a number of important improvements to the current system of local self-government. Of particular importance are the provisions on: 1) public participation in the work of local self-government; 2) | | |

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| <p>inventory of LSGs tasks, organise 8 instruction seminars, draft a model statute for LSGs, a model rules of procedure for municipal assemblies and a model decision on community-level self-government)</p> | | | | <p>widening the purview of municipal councils; 3) regulation, functioning and supervision of community-level self-government (local communities); and 4) establishing inter-municipal cooperation.</p> <p>In addition to the above novelties, the amended LSG Law contains other relevant amendments which are to eliminate the weaknesses of its application and further improve the legal framework for local self-government in Serbia. This in particular refers to the following: 1) convening sessions of municipal/city assembly, 2) requirements for effective discharge of duties by councillors, 3) the position of assistant president of municipality/mayor, 4) resignation of president of municipality/mayor, 5) change of the labour-related legal status of deputy president of municipal/city assembly, and the composition and operation of councils for interethnic relations. Following the adoption of the LSG Law amendments, the MPALSG (LSG System Sector) and the Standing Conference of Towns and Municipalities (SCTM) jointly developed a series of models of local-level documents, specifically:</p> <ul style="list-style-type: none"> - Model City Statute; - Model Municipality Statute; - Model Rules of Procedure of municipal assemblies; - Model Decision on local communities; - Model Instructions on conducting elections for members of local community councils; - Model Decision on public hearings; - Model Decision on the Local Ombudsman; - Model Local Community Statute. <p>All models were drafted under the project <i>Institutional Support to the SCTM – Phase II</i> implemented by the SCTM and funded by the Swiss Development Cooperation (SDC).</p> <p>Since intense and continued advisory support was in place, there was no need in 2018 to organise the planned instruction seminars, but instead a meeting of the Network of Heads of LSG Administrations was organised by the SCTM and the MPALSG in order to discuss the model documents and provide instructions for their drafting. Additionally, as part of the model documents drafting process, two workshops were organised with experts on local self-government.</p> <p>The MPALSG drafted the Single Inventory of tasks performed at the local government level under the project <i>Support to the Implementation of the Public Administration Reform Action Plan – Local Self-Government Reform 2016–2019</i>, funded by the SDC. The Inventory covers the following areas: finance, construction and infrastructure, spatial planning, public information, public transport, utilities, culture, science and technological development, defence, emergencies, classified information, education, youth, general administration, agriculture, economy and regional development, labour relations, employment, veteran issues, mining and geological research, traffic, local self-government, citizens' personal status, citizens' civil status, keeping civil records and voting rights, social protection, sport, housing, trade, tourism and hospitality industry, telecommunications, veterinary medicine, health, environmental protection, energy and supervision by administrative inspection.</p> <p>The Single Inventory of tasks performed at the local government level has been sent to state administration bodies (SABs) and all LSG units for their opinion.</p> <p>It was published in September 2019 and will be updated in the future to mirror the changes of the regulations on tasks of LSG units. The Single Inventory can be found on the official website of the MPALSG:</p> <p>http://mduls.gov.rs/obavestjenja/jedinstveni-popis-poslova-na-loklanom-nivou-vlasti/?script=lat</p> | | |
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| 1.1.2.3: The Public Administration Reform Council to prepare and adopt a policy concept paper for decentralisation or improvement of the role of local self-government in carrying out public affairs | MP AL SG | Q 4 | Co mp let ed | <p>The Starting Points for the preparation of the Programme for the Local-Self Government Reform in the Republic of Serbia was prepared and adopted.</p> <p>At its session held on 13 June 2019, the Public Administration Reform Council adopted a Conclusion approving the Starting Points for the preparation of the Programme for the Local Self-Government Reform in the Republic of Serbia, tasking the MPALSG to develop the Programme for the Local Self-Government Reform in the Republic of Serbia.</p> <p>For the purpose of drafting the Policy Concept Paper, a focus group discussion was organised with designated representatives of local self-governments and the expert community in order to discuss the starting premises for the Policy Concept Paper content. It was decided, however, to formulate the document as the Starting Points for the preparation of the Programme for the Local Self-Government Reform in the Republic of Serbia, instead of the Policy Concept Paper. Further, at the eighth session of the SCTM Presidency, held on 24 May 2019, the Information on the Development of the Programme for Local Self-Government Reform in the Republic of Serbia was presented and full support was given to the MPALSG for the preparation of the Programme. In addition, the SCTM expressed its readiness to focus its activities on and deploy its resources for the preparation of the Programme.</p> | | |
| 1.1.2.4: Develop functional reviews for 20 LSG units in order to support them in ensuring a more functional organisation of tasks | MP AL SG | Q 3 | Co mp let ed | <p>The MPALSG produced the Functional Review for 15 local self-government units and institutions founded by local self-government. This activity builds on the Functional Review carried out in 6 pilot local self-governments and institutions founded by them, done in 2017.</p> <p>The Functional Review aims to identify: 1) problems in the functioning of current forms of organisation of local self-government units and institutions including structural weaknesses of local-level appointments and employment oversight; 2) reasons and consequences of inadequate staffing, discrepancy between the number of managers and non-managerial staff, imbalance between the number of employees performing core and supporting functions and the resulting increased spending in the public sector; and 3) new needs imposed by a changed legal framework and the environment.</p> <p>The Functional Review will serve as the analytical basis for the development of the Programme for the Local Self-Government Reform. In the forthcoming period, a project fund will be established as a tool supporting LSGs to implement the Functional Review recommendations.</p> | | |
| 1.1.2.5: Prepare, conduct consultations and adopt a strategic/programmatic framework for the local self-government reform and improvement of the role of local self-government in carrying out public affairs (a strategy and action plan for decentralisation or a programmatic document for the reform of local self-government) | MP AL GS | Q 4 | In pr og res s | <p>The MPALSG has prepared and conducted consultations about the Programme for the Local Self-Government Reform. This activity is being implemented under the project <i>Support to the Implementation of the Public Administration Reform Action Plan – Local Self-Government Reform 2016–2019</i>, funded by the SDC.</p> <p>Based on the Minister's decision, a Special Working Group has been established to develop the Programme for the Local Self-Government Reform in the Republic of Serbia. The Special Working Group is benefiting from the expert support provided by the consultants engaged to draft the text of the Programme.</p> <p>The Special Working Group held its first meeting where the Starting Points for the preparation of the Programme for the Local Self-Government Reform and the plan and structure of the Programme were presented.</p> | <p>The reasons for the deviation were due to a slight delay in the adoption of the Starting Points for the preparation of the Programme for the Local Self-Government Reform in the Republic of Serbia.</p> <p>Moreover, the approval of the project <i>Support to the Implementation of the Public Administration Reform Action Plan – Local Self-Government Reform 2016–2019</i> was also delayed. The project implementation started in January 2019.</p> | <p>To organise meetings of the Special Working Group and consultants on the project; to hold regular consultations, focus groups discussions; to draft the text of the Programme and agree on its content with the stakeholders; to produce a final version of the proposed text of the Programme and submit it to the Government for consideration and approval</p> |

Measure 1.1.3: Improvement of the Government's public policy management (PPM) system by establishing, by the end of 2020, the legal and institutional frameworks for integrated strategic management and adoption of medium-term work plans for state administration bodies aligned with Government's strategic priorities and the programme budget

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|-------------|
| The share of proposed strategies and action plans aligned with the PPM methodology in the total number of strategies and action plans adopted by the Government per calendar year | 67.90 (2017) | 65.0 | 71.40 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|-----------------------|---------------------------------|--------------------------|-----------------------------|---|---|---|
| 1.1.3.1: Determine a methodological framework for managing and linking PPDs with the formulation and execution of a programme budget by adopting bylaws (Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment, and Content of Individual Public Policy Documents and Decree on the Medium-Term Planning Methodology) and two related manuals | PPS | Q1 | Completed | | <p>The legal framework for managing and linking PPDs with the formulation and execution of a programme budget has been put in place and is effectively implemented in practice.</p> <p>The Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment, and Content of Individual Public Policy Documents and the Decree on the Medium-Term Planning Methodology were adopted on 31 January 2019 and 7 February 2019 respectively. Both Decrees were published in the Official Gazette of the Republic of Serbia No. 8/19 of 8 February 2019, and have been effectively implemented by SABs and participants in the planning system of the Republic of Serbia since 16 February 2019.</p> <p>Taking into account the role of the PPS in the quality control of PPDs and regulations, the PPS insists that all proponents of PPDs and regulations comply with the Law on the Planning System and relevant bylaws. In this regard, issuing formal opinions and providing methodological support to proponents of PPDs and regulations helped improve the planning system across all levels of government in Serbia, the PPDs structure and typology, the consultation process in all stages of drafting PPDs/regulations, <i>ex-ante</i> and <i>ex-post</i> impact assessments, as well as public policy implementation monitoring and performance evaluation.</p> <p>In order to clarify the provisions of the Law on the Planning System and relevant bylaws, the Draft Handbook on Public Policy Management was prepared for SABs. Integral parts thereof (in the form of annexes) are checklists and forms for PPDs proponents, guidelines and forms for <i>ex-ante</i> and <i>ex-post</i> impact assessments, handbook on determining public policy costs, handbook on the consultation and coordination process, and medium-term planning guidelines. The Handbook covers all stages of the PPM process. It was produced under the IPA 2015 <i>Support to Public Administration Reform</i> project during the first quarter of 2019. It provides verification tools, forms and checklists which are necessary for effective implementation of the Law on the Planning System and relevant bylaws. The</p> | | |

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| | | | | <p>Handbook is expected to be finalised soon and fully used by civil servants participating in Serbia's planning system.</p> <p>Another handbook was published in July 2019 for heads of SABs, aimed at better decision-making and more effective application of the Law on the Planning System. The handbook developed with the support of the GIZ deals with the PPM process. Another document produced by the GIZ is a Draft Gender Equality Impact Test aimed at avoiding adverse effects of new public policies and regulations on specific population groups.</p> | |
| 1.1.3.2: Establish a unified information system for public policy planning and implementation monitoring, which is to cover: Government's Programme Implementation Action Plan, public policy documents, medium-term plans, planning and reporting on Government's work, current programme budget formulation and execution system | PPS | Q1 | Completed | <p>In 2019, the Unified Information System for public policy planning, implementation monitoring and reporting (UIS) became functional in terms of PPD planning and reporting and operational in terms of medium-term planning. PPDs adopted in accordance with the Law on the Planning System are successively input to the UIS. To help users with the system, a UIS User Manual was developed for state bodies and organisations. In addition, four training sessions were organised, attended by 72 civil servants.</p> | |
| 1.1.3.4: Develop a single training programme for representatives of LSG units on the improvement of the PPM system and deliver two initial training cycles for all LSG units by the end of 2020 | PPS | | In progress | <p>The new Training Program for 2019 extends the training system to the local level as well, in order to ensure the quality professional development of employees (executives and decision makers) in LSGs for the adequate implementation of the planning system at the local level.</p> <p>During the first cycle of LSG trainings, seven accredited trainings (Zrenjanin, Zlatibor, Novi Sad, Kragujevac, Nis, Sabac and Belgrade) were held in coordination of the Standing Conference of Cities and Municipalities on improving public policy management. The aforementioned trainings were held in the period November - December 2019.</p> <p>A total of 108 representatives from 49 local governments participated in the seven trainings, 99 of which, after successfully passing the test, were eligible for the certificate.</p> | |

Measure 1.1.4: Establishing solid coordination mechanisms enabling a harmonised development and functioning of e-Government, and finalising the legal framework and procedures for e-Government development

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|--------------------------------------|
| Percentage of bodies electronically exchanging data from official records | 20.00 (2017) | 50.0 | 71.00 | |
| Percentage of bodies using data from the Central Population Register | 0 (2017) | 50.0 | 0.00 | The CPR was not established in 2019. |
| Percentage of data contained in the record of citizens of the Republic of Serbia converted into electronic form and transferred to the Central Data Processing and Storing System | 0 (2017) | 80.0 | 80.00 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|-----------------------|-------------------------|--------------------------|-----------------------------|---|---|--|
| 1.1.4.2: Establish a mechanism for electronic exchange of data from official records between bodies (through the e-ZUP system or web services established on the government service bus; data are updated through the Metaregister) | OITeG | 2 Q | In progress | Q4 2020 | <p>Work is underway to finalise the Technical Specification for the procurement of software, its rollout and entry of other official records into the Metaregister.</p> <p>By the end of 2019, databases of 8 SABs (with 27 data sets / official records) were on the service bus (MPALSG, MoJ, MoI, NEA, TA, RGA, PDI Fund and CSICR). For this reason, the number of bodies exchanging data from official records through the e-ZUP system or web services established on the government service bus also increased (21 SABs + 165 LSG units = 186 SABs). The total number of data exchanging bodies and other institutions (SABs with outposts, social work centres, higher education institutions, etc.) that exchange data from official records through the e-ZUP system was 329 in 2019.</p> | <p>The adoption of a decree on the basis of which the Metaregister was to be established was delayed. The Decree on Keeping the Metaregister, the Manner of Approving, Suspending and Terminating Access to the Government Service Bus and the Manner of Operation on the e-Government Portal was adopted (The Official Gazette of the Republic of Serbia, No. 104/18; it has been in force since 5 January 2019).</p> | <p>Procurement of software, its rollout and entry of other official records. Further activities aim to include new institutions in the data exchange system, and to ensure continuous training of users.</p> |
| 1.1.4.4: Finalise the Bill and adopt bylaws regulating the establishment and keeping of the Central Register of Citizens | MPALSG | 2 Q | Completed | | <p>The Law on the Central Population Register (The Official Gazette of the Republic of Serbia, No. 17/2019) was adopted in March 2019, followed by the adoption (in September 2019) of a bylaw necessary for its implementation – Decree on the manner of acquiring, exchanging, accessing and protecting data contained in the Central Population Register, including other technical issues relevant to keeping the Central Population Register (The Official Gazette of the Republic of Serbia, No. 68/19). These were legal prerequisites for establishing and keeping the Central Population Register. As the Law provides for this record to be in place by 1 September 2020, intensive activities aimed at its setting up are currently underway. The Office of Information Technology and e-Government plays an important role in this process.</p> | | |
| 1.1.4.5: Establish the Central Register of Citizens (software development and data migration) | OITeG | 3 Q | In progress | Q3 2020 | <p>The public procurement was completed in 2019. On 5 December 2019 a project development contract was concluded with the supplier for the establishment of the Central Register, which defines/covers the following phases:</p> <ol style="list-style-type: none"> 1. Project inception; 2. Analysis and design; 3. System components development and testing; 4. Integration with source records; 5. Release and deployment; and 6. Post-deployment. <p>The established Central Population Register is expected to become operational on 1 September 2020.</p> | <p>A prerequisite for this activity was the adoption of the Law on the Central Population Register. The Law on the Central Population Register (The Official Gazette of the Republic of Serbia, No. 17/2019) was adopted. http://www.parlament.gov.rs/upload/archive/files/lat/pdf/zakoni/2019/3917-18%20-%20lat.pdf</p> | <p>A recommendation for future steps, should unforeseen circumstances arise, is that the Supplier shall request from the OITeG, in writing, to extend deadlines providing a detailed explanation of changed circumstances and a proposal of new deadlines.</p> |
| 1.1.4.7: Improve the spatial units register and the address register and establish interoperability with other registers (finalise the Bill on the spatial units register and the address register and link the residence register and the business register on one hand with the spatial units register and the address register on the other) | RGA | 4 Q | In progress | Q4 2020 | <p>At its 196th session held on 4 December 2019, the Serbian Government approved the text of the Bill on the Spatial Units Register and the Address Register. The Law is expected to be adopted by the National Assembly in the first quarter of 2020. The software for the spatial units register and the address register will be completed by the end of February 2020. The address register software is deployed by 41 real estate cadastre offices. The MoI and the BRA use the services of the spatial units register and of the address register. The address register is not updated as fast as desired because 54 LSG units have not assigned names to new streets yet.</p> | <p>The National Assembly had to adopt a large number of laws and this one is expected to be on the agenda soon. Software development delays were due to the system integration issues and rollout in general.</p> | <p>The software rollout should continue in accordance with the set pace.</p> |

Specific objective 1.2: Establishment of a coherent, merit-based public service and improvement of human resource management

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|---|
| Adequacy of policy framework, legal framework and institutional setup for professional human resource management in public service | 2 (2017) | | 3.00 | http://www.sigmaweb.org/publications/Monitoring-Report-2019-Serbia.pdf |
| Extent to which the civil service, the local-level service and the public service systems are harmonised (PPA3) | 4 (2017) | | 5.00 | 39 points (the Law Amending the Law on Public Agencies and the Law on Salaries of Employees in Public Agencies were adopted) |
| Professional development and training of civil servants (PPA 3) | 3 (2017) | | 3.00 | http://www.sigmaweb.org/publications/Monitoring-Report-2019-Serbia.pdf |

Measure 1.2.1: Establishing a coherent system of labour relations and salaries in the public administration based on transparency and fairness

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|--|
| Percentage of public administration employees to whom a fair and transparent salary system applies | 0 (2017) | 60.0 | 0.00 | 0% since the application of the new system of wages and salaries has been postponed until 1 January 2021 |
| Share of appointed positions filled through open competitions in the total number of filled appointed positions in state administration bodies and Government services | 31.00 (2017) | 40.0 | 37.00 | |

| Activities to implement the measure: 2019 | Institution charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|--------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.2.1.1: Draft and finalise the Bill governing the system of labour relations and salaries in order to establish a coherent, merit-based civil service system in public agencies and state bodies | MP AL SG | Q4 | Completed | | In June 2018, the National Assembly adopted the Law Amending the Law on Public Agencies ¹ , the Law on Salaries of Employees of Public Agencies and Other Organisations Founded by the Republic of Serbia, an Autonomous Province or a Local Self-Government Unit ² , and the Law Amending the Law on Salaries of Employees of Public Agencies and Other Organisations Founded by the Republic of Serbia, an Autonomous Province or a Local Self-Government Unit ³ . Apart from labour relations, these laws also regulate salaries of employees in this segment of the public sector. The National Assembly adopted the Law Amending the Law on Salaries of Civil Servants and General Service Employees on 7 December 2018. ⁴ At its session held on 6 December 2019, the National Assembly adopted the following laws: the Law Amending the Law on the Salary System of Public Sector Employees, the Law Amending the Law on Public Service Employees, the Law Amending the Law on Salaries of Civil Servants and General Service Employees in Autonomous Province Bodies and Local | | |

¹ The Official Gazette of the Republic of Serbia, Nos. 18/05, 81/05 and 47/18 (<https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/d995c5ef-2bfa-40db-9725-95f2a21f8e23>)

² The Official Gazette of the Republic of Serbia, No. 47/18 (<https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/c086a35b-99b8-4e99-9ef0-f0ff18b69d74>)

³ The Official Gazette of the Republic of Serbia, No. 95/18 (<http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/47/5/reg>)

⁴ <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/reg/viewAct/bfbb3806-3314-4c5d-8e90-a35c0f5d55c0>

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| | | | | | Self-Government Units, and the Law Amending the Law on Salaries of Employees of Public Agencies and Other Organisations Founded by the Republic of Serbia, an Autonomous Province or a Local Self-Government Unit. These laws, published in the Official Gazette of the Republic of Serbia, No. 86/19, rescheduled the beginning of the application of the umbrella and other laws on public sector salaries (1 January 2021), due to the need to conduct a more detailed assessment of the fiscal impact of including all public sector employees into the new salary system and to allow planning and determining staff costs under the new salary system in order to prevent an increase of the share of general government's sum of earnings in the gross domestic product. | | | |
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Measure 1.2.2: Establishing the HRM function in public administration and improving the HRM function in state administration and local self-government by introducing new instruments and strengthening HRM capacity

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|--|
| Average capacity of LSG units to manage human resources according to the SCTM index | 54.00 (2017) | 65.0 | | The data will be available in March 2020. |
| Extent to which the competency framework is used in state administration bodies and Government services | 0 (2017) | 2.0 | 2.00 | 2 (The target value was achieved given the fact that the legal framework for the introduction of competencies is in place: amendments to the Law on Civil Servants adopted; bylaws governing recruitment and selection, performance appraisal and promotion in SABs passed; all rulebooks on internal organisation and job classification aligned with the competency framework for 54 SABs; and the competition process for filling appointed positions carried out in accordance with the newly-adopted competency-based procedures) |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|-----------------------|---------------------------------|--------------------------|-----------------------------|---|---|---|
| 1.2.2.2: Draft and adopt bylaws regulating in detail the performance appraisal of public service employees | MP AL SG | Q4 | Not commenced yet | | At its session held on 6 December 2019, the National Assembly adopted the Law Amending the Law on Public Service Employees. This Law, published in the Official Gazette of the Republic of Serbia, No. 86/19, rescheduled the deadlines by specifying that the application would start on 1 January 2021. Consequently, the adoption of the aforementioned documents is delayed. | | |
| 1.2.2.3: Develop the HRMS Centre for Competency Assessment and Development and Career Development in order to establish institutional career management for civil servants employed in priority areas, talents and managers | HR MS | Q4 | Completed | | Competency assessment and development for career development is performed by the Civil Servants Career Management Centre, which is a lower-level organisational unit in the HRMS. In 2019, the Centre was given new responsibilities, such as: the assessment of individual development potentials of civil servants advancing to managerial positions; the development and application of a methodology for monitoring and analysing the outflow of staff and its impact on the work of SABs; monitoring effects of career development and management through performance appraisal and monitoring motivation and job satisfaction, etc. In 2019, the Centre's career development services (analysis of individual development potentials, online testing, design of individual development plans, assessment/development centre, career counselling, coaching) were used 456 times by 236 civil servants; the Centre provided training for 533 civil servants and held over 500 consultations about performance appraisal with representatives of HR units; an analysis of the outflow of staff was carried out covering 100% of SABs, including a survey of job satisfaction among civil servants in 62% of the bodies. The outflow monitoring report, including relevant outflow prevention recommendations, was sent to the Serbian Government on 8 October 2019. In addition, the Centre cooperated directly with the NAPA to draw up the development programme for civil servants in appointed positions, including those employed in specific priority areas. | | |

Measure 1.2.3: Development of the professional development system in public administration

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|--|
| Percentage of public administration employees who have successfully completed professional development programmes offered by the NAPA | 0 (2017) | 10.0 - 20.0 | 15.00 | 6,372 out of 43,180 employees underwent training |

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| Percentage of delivered training courses done by the NAPA based on its annual work plan | 0 (2017) | 70.0 | 88.00 |
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| Activities to implement the measure: 2019 | Institution charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|--------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.2.3.3: Establish a system for accreditation of trainers and training providers in the area of professional development in public administration | NA PA | Q1 | Completed | | <p>In 2019, based on public calls issued by the NAPA, two cycles of trainer accreditation and one cycle of training provider accreditation in the area of professional development were implemented. One more public call for the training provider accreditation has been announced which is still open.</p> <p>Permanent list of accredited lecturers: https://www.napa.gov.rs/lista-akreditovanih-trenera/144/stalna-lista-predavaca-i-drugih-realizatora-obuka.php</p> <p>Record of accredited training providers: https://www.napa.gov.rs/tekst/59/evidencija-akreditovanih-sprovodilaca-obuka.php</p> <p>Announced public calls for accreditation: Public Call for accreditation of trainers: https://www.napa.gov.rs/vest/904/objavljen-javni-poziv-za-akreditaciju-realizatora-programa-strucnog-usavsavanja-u-javnoj-upravi.php https://www.napa.gov.rs/vest/1315/javni-poziv-za-akreditaciju-realizatora-programa-strucnog-usavsavanja-u-javnoj-upravi.php Public Call for accreditation of training providers: (April 2019) https://www.napa.gov.rs/vest/192/objavljen-javni-poziv-za-akreditaciju-sprovodilaca-programa-strucnog-usavsavanja-u-javnoj-upravi.php (December 2019) https://www.napa.gov.rs/vest/1647/objavljen-javni-poziv-za-akreditaciju-sprovodilaca-programa-strucnog-usavsavanja-u-javnoj-upravi.php and confirmation of accreditation of training providers: (April 2019) https://www.napa.gov.rs/vest/189/objavljen-javni-poziv-za-potvrdjivanje-statusa-akreditovanog-sprovodioca-programa-strucnog-usavsavanja-u-javnoj-upravi-za-akreditovane-visokoskolske-ustanove-ili-naucnoistravezacke-organizacije-odnosno-javno-priznate-organizatore-aktivnosti-obrazovanja-odraslih.php (December 2019) https://www.napa.gov.rs/vest/1652/objavljen-javni-poziv-za-potvrdjivanje-statusa-akreditovanog-sprovodioca-programa-strucnog-usavsavanja-u-javnoj-upravi-za-akreditovane-visokoskolske-ustanove-ili-naucnoistravezacke-organizacije-odnosno-javno-priznate-organizatore-aktivnosti-obrazovanja-odraslih.php</p> | | |
| 1.2.3.4: Adopt a general act on the programme of professional training of trainees (induction of trainees) | MP AL SG | Q1 | Completed | | Rulebook on Induction of Trainees in the Ministry of Public Administration and Local Self-Government, No. 110-00-307/2019-13, passed on 9 October 2019 | | |

Specific objective 1.3: Improving public finance management and public procurement management

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|-------------|
| Percentage of implementation of the Public Finance Management Reform Programme | 0 (2017) | 65.0 | | |

Measure 1.3.1: Improving the (framework for) sustainability of public finance by reforming and developing public property management

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|--|
| Number of LSG units which have established the register of public property, the database, and the framework for effective and transparent public property management | 30.00 (2017) | | 43.00 | Given the fact that property management support to LSG units under <i>Exchange 5</i> Programme was not completed in 2019 in any new beneficiary LSG units, and that support activities will continue throughout 2020, the value achieved remains at the previous year's level i.e. 43 LSG units. |

Measure 1.3.2: Improvement of the budget planning and formulation process

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|-------------|
| Percentage of LSGs the budgets of which are formulated according to the programme budgeting methodology, measured annually | 60.00 (2017) | 73.0 | 78.00 | |

| Activities to implement the measure: 2019 | Institution charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|--------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.3.2.1: Develop a programme performance reporting module within the budget formulation IT system | Mo F | Q4 | In progress | Q4 2020 | In 2019, public procurement for the development of the programme performance reporting module within the budget formulation system (BIS – Budget Information System) was announced and successfully carried out, a detailed specification for the preparation of the module was drafted and the development of the reporting module began. | | |

Measure 1.3.3: Improvement of the financial management and control system of use of public resources and of internal audit

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|-------------|
| Number of annual reports on the state of FMC and IA submitted by public funds beneficiaries to the Ministry of Finance (CHU) | 1125.00 (2017) | 1175.0 | 1546.00 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|-----------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.3.3.1: Improve the current software for public internal financial control (PIFC) to allow users to have access and to submit annual reports to the CHU electronically | MoF | | In progress | Q2 2020 | The testing phase of the PIFC software, which involved about 200 BPFs, was successfully completed within the set timeframe. However, some technical and functional weaknesses were identified. These were dealt with in 2019 through additional involvement of an IT company. Another test is underway, and the software is expected to be fully functional in the second half of February 2020. Preparations are underway to start officially the first cycle of regular use of the software for submission of BPFs forms/reports as part of the development of the Consolidated Annual Report on the PIFC Status in the Republic of Serbia (Q1-Q2 2020). | The deviation was due to some technical and functional software deficiencies identified during the testing phase, the expiry of the contract with the software maintenance company, and lack of funds for renewed hiring. | In collaboration with employees from selected BPFs, the CHU is to conduct a second testing cycle, do final application checks and modify the content of the questionnaire/report completed by BPFs. The above will be followed by the identification of possible needs for platform and application improvements. |
| 1.3.3.2: Develop guidelines on the establishment of IA functions within small public funds beneficiaries in connection with setting up a shared internal audit unit | MoF | | In progress | Q1 2020 | The twinning partner has developed a draft Guidelines on the establishment of IA functions within small BPFs in connection with setting up a shared internal audit unit. The English version of the draft has been drawn up; translation into Serbian is underway. | The draft needs to be adjusted to the Serbian model. | An analysis of the BPFs structure is being done, which will be the basis for the improvement of the draft Guidelines following the new structure and for better adjustment of the draft with the Serbian model. |
| 1.3.3.3: Organise two workshops on using the PIFC software to allow BPFs to have access and to submit annual reports to the MoF (CHU) electronically | MoF | Q4 | In progress | Q1 2020 | The CHU has developed and published a user manual for the PIFC software on its website. Training for BPFs employees in using the software is under preparation and will take place in the first quarter of 2020. | | |

Measure 1.3.4: Functional improvement of the budget inspection work

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|-------------|
| Number of control operations by the budget inspectorate | 19.00 (2016) | 22.0 | 42.00 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|--|-----------------------|---------------------------------|--------------------------|-----------------------------|---|---|---|
| 1.3.4.2: Develop and adopt the Methodology for the Budget Inspection Work in line with the Budget System Law | MoF | Q2 | Completed | | In December 2019, the Methodology for the Budget Inspection Work was adopted to ensure proper and uniform conduct and operation of the Budget Inspectorate of the Ministry of Finance, the Budget Inspection Service of the autonomous province and the Budget Inspection Services of LSG units. The Methodology governs in detail the objectives, scope, content, manner and conditions of performing budget inspection tasks, the rights and obligations of inspected entities, the tasks performed and procedural actions carried out by budget inspectors as authorised budget inspection officers, and the measures undertaken by them. | | |

Measure 1.3.5: Improvement of the public procurement system

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|-----------|-------------------------|----------------------|------------------------|-------------|
|-----------|-------------------------|----------------------|------------------------|-------------|

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|---|--------------|------|-------|---|
| Value of contracts signed based on framework agreements | 42.70 (2016) | 35.5 | 44.50 | RSD 44.5 bn – This value refers to the first half of 2019. The data for the entire 2019 will be available in March/April 2020 in the PPO Annual Report. |
|---|--------------|------|-------|---|

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|--|-----------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.3.5.6: Develop and adopt the Public Procurement Development Strategy 2019–2022 | MoF | Q4 | Completed | | The Public Procurement Development Programme in the Republic of Serbia 2019–2023 was adopted in November 2019. The Programme establishes the overall objective of “Further development of a modern and efficient public procurement system”. This overall objective is envisaged to be achieved through four specific objectives: 1) Increasing the efficiency and cost-effectiveness of public procurement procedures; 2) Strengthening competition in the public procurement market; 3) Reducing the risk of irregularities in the public procurement system, 4) Promoting and encouraging environmental and social aspects of public procurement, and innovation. | | |
| 1.3.5.7: Publish guidelines on improving green procurements | PP O | Q4 | Completed | | Guidelines on green public procurement “How to apply environmental aspects in public procurement” have been developed and published on the Public Procurement Office website. http://eupodrska.ujn.gov.rs/wp-content/uploads/2020/01/Smernice-Zelene_JN.pdf | | |

Specific objective 1.4: Increasing legal certainty and improvement of the business environment and quality of public services provision

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|---|
| Fairness and efficiency of administrative procedures (PPA5) | 3 (2017) | | 4.00 | http://www.sigmaweb.org/publications/Monitoring-Report-2019-Serbia.pdf |
| Citizen-oriented service delivery (PPA5) | 3 (2017) | | 3.00 | http://www.sigmaweb.org/publications/Monitoring-Report-2019-Serbia.pdf |

Measure 1.4.1: Improving administrative procedures and ensuring that procedures before state administration bodies and public administration bodies and organisations when deciding on rights, obligations and legal interests of citizens and other entities are in accordance with the principles of good administration

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|-------------|
| Percentage of laws aligned with the GAP Law | 1.50 (2017) | 37.0 | 13.33 | |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|--|-----------------------|---------------------------------|--------------------------|-----------------------------|--|---|---|
| 1.4.1.1: Draft and adopt the Decree on One-Stop Shop (Article 42 of the GAP Law) | MP AL SG | Q4 | In progress | Q2 2020 | A project has been implemented providing support to LSG units and city municipalities in establishing one-stop shops (OSSs). This experience will serve as the basis for adopting the OSS Decree. A public call was announced on 4 October 2019 for <i>Offering support for establishing one-stop shops in LSG units and city municipalities</i> . On 14 November 2019 agreements were signed with six LSG units and city municipalities. Specifically, support was provided to the City of Užice, and municipalities of Gornji Milanovac, Kuršumljica, Vlasotince, Stara Pazova and Rača. | Plans are in place to prepare for the adoption of the OSS Decree, based on summarised results and lessons learnt during the provision of support to LSG units and city municipalities to establish OSSs. | The OSS project is planned to be implemented also in 2020 with the allocated budget in the amount of RSD 30,000,000.00. The OSS Decree will be adopted, based on summarised results and lessons learnt during the provision of support to LSG units and city municipalities to establish OSSs. Specifically, LSG units and city municipalities will submit reports on refurbishing the workspace intended for the OSS and its labelling as such, while ensuring that all prerequisites for the establishment of the OSS are in place. An analysis will be done based on the reports, followed by the adoption of the OSS Decree. |
| 1.4.1.2: Draft proposals for amendments to laws governing special administrative procedures in order to align them with the GAP Law (about 270 laws) | MP AL SG | | | | In 2019, 36 separate laws were aligned with the GAP Law. | Quarterly plans stipulate a great number of laws to be aligned based on the assumption that the pace of legislative activities in 2019 will be as fast as or greater than that of 2018, which would result in a far greater number of separate laws being aligned with the GAP Law in 2019. In this regard, it should be noted that the Ministry, given its status and statutory relationships with other ministries, does not have a mechanism at its disposal to influence the pace of legislative activities of other ministries, which primarily take place in accordance with the Government's Work Plan. Indeed, a large number of laws which were planned to be adopted in 2019 were not | With the support of the GIZ project, monitoring of the process of alignment of separate laws with the GAP Law will be established through an e-application available on the National E-Government Portal. This will highlight the importance the process of alignment of separate laws with the GAP Law, as well as the obligations of the competent ministries in this process. |

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| Law on Inspection Supervision, for their adoption and implementation | | | | | Conclusion on the implementation of the Action Plan which provides for the employment, over the next three years, of 1.272 officers to carry out inspection supervision tasks. | | |
| 1.4.2.6: Develop modules for the remaining 33 inspection services | OIT eG | Q2 | Completed | | The system was implemented in 36 republic inspection services (13 ministries + RGA (special organisation)). The deployment phase started within the planned deadline – on 1 July 2019. Training for over 1500 inspectors was delivered. Inspectors received 970 laptops. The system is connected to over 30 registers, of which 4 major ones – BRA, SORS, RGA, Mol. | | |

Measure 1.4.3: Introduction and promotion of mechanisms which ensure quality of public services

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|---|-------------------------|----------------------|------------------------|-------------|
| Number of reports drawn up on the basis of surveys of citizens' satisfaction with the services received from state bodies and bodies of LSG units | 0 (2017) | 100.0 | 0.00 | |
| Average quality ranking of training provided at the SKIA centre | 0 (2017) | 4.0 | 4.50 | |

| Activities to implement the measure: 2019 | Institution charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|--------------------|--|--------------------------|-----------------------------|--|--|---|
| 1. Preparation of a feasibility study on the use of blockchain technology in RS public administration and implementation of a pilot project, in accordance with the recommendations of the Study | MP AL SG | 4Q 2018 (design of the Study) 4Q 2019 (pilot) | In progress | | As part of a feasibility study, the Government of the Republic of Korea has developed a feasibility study on the use of Smart Cities in the Republic of Serbia, which is also a blockchain part of IoT technology. By the end of 2019, a pilot project is expected within the two municipalities in Belgrade. Also, an analysis of the use of blockchain technology in the Republic of Serbia was made in cooperation with the Government of the Republic of Korea. | A pilot project is planned to be completed by the end of 2019 within two municipalities in Belgrade as part of a feasibility study on the use of Smart Cities in the Republic of Serbia with the support of the Republic of Korea, but the deadline has been postponed to 2021 due to the general elections in the Republic of Korea. We are currently in talks to implement a pilot project in two municipalities on the territory of Belgrade as part of a feasibility study on the use of Smart Cities in the Republic of Serbia, which implies complete infrastructure. | In the fourth quarter of 2021, we expect the development of a budget of selected solutions for two municipalities within the framework of the analysis of the use of smart cities in RS, which is required for the implementation of the pilot project of smart cities. |
| 2. Research on satisfaction, demands and expectations regarding the quality of public services (key stakeholders: citizens, civil society, economy, public administration employees) through the implementation of an | MP AL SG | 4Q 2019 | Not started | 1 Q 2021 | The Expert Engagement ToR has been prepared, agreed and is currently undergoing a "clearance" procedure at UNDP. An expert is expected to be hired as soon as possible. | | |

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| internationally recognized methodology of citizen satisfaction that includes mechanisms for continuous feedback between citizens and public administration as sustainable mechanism of influence of citizens on the work of the state administration | | | | | | | |
|--|--|--|--|--|--|--|--|

Specific objective 1.5: Increasing citizens' participation and transparency, improving ethical standards and accountability in performing public administration tasks

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|--------------------------------|
| Effectiveness of control by independent oversight bodies over authorities (PPA4) | 3 (2017) | | | The value is measured in 2021. |
| Availability of information of public interest (PPA4) | 4 (2017) | | | The value is measured in 2021. |

Measure 1.5.1: Improving conditions for participation of the interested public in the work of public administration while increasing access to information on the work of public administration and on public finance

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|--|---|
| Percentage of laws which during the preparation stage were subject to consultations under the Law amending the Law on State Administration | 0 (2017) | 50.0 | 46,9% of the total number of drafts submitted for opinion. | On 25 July 2019, the Rulebook on good practice guidelines on public participation in the preparation of draft laws and other regulations and documents was adopted. |
| Percentage of information bulletins published through the unified information system for access to, processing and presenting information bulletins, by 2020 | 0 (2017) | 25.0 | 0.00 | The pilot version of the application was successfully implemented in about 10 cities and municipalities in 2018. |

| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|--|-----------------------|---------------------------------|--------------------------|-----------------------------|---|--|---|
| 1.5.1.1: Improve proactive transparency – information bulletins – by developing a user manual for the software application (unified information system for access to, processing and presenting information bulletins); deliver up to 15 training courses for authorised persons in state bodies and LSG units; adopt a new instruction for developing and publishing information bulletins; promote the application among the public, civil society, businesses and the media | MPALSG | Q4 | In progress | Q3 2020 | During this period, the MPALSG obtained opinions from all competent authorities. As the new Commissioner, Mr Milan Marinović, was appointed in July, the Ministry deemed it legitimate to allow the new Commissioner some time to comment on the Draft Law. Proposals for further amendments to the Law submitted to the Ministry by the new Commissioner in September are currently being reviewed, after which the final text of the Draft Law will be sent to the Government for consideration and decision. | Due to a large number of bodies to which the Draft Law was sent for opinion (27 including the European Commission), the period required for collection of opinions was extended until March 2019. Since the new Commissioner took office in July, he was allowed some time to formulate his comments and suggestions, which was done in September. Bearing in mind that new comments suggested modifications to the text around some important issues, their review requires additional time, so the period for agreeing upon and formulating the final version of the Draft Law was extended. | Agreeing on the final version of the document and approval of the Draft Law at the Government session |
| 1.5.1.2: Establish the Council for Cooperation with Civil Society | OCCS | Q2 | In progress | Q4 2020 | In 2019, the Office for Cooperation with Civil Society carried out preparatory activities for the establishment of the Council for Cooperation with Civil Society, as mandated by the Decree on the Office for Cooperation with Civil Society. With the technical support of the GIZ project <i>Support to Public Administration Reform in Serbia</i> , a study on similar bodies in EU Member States and countries in the region was prepared together with recommendations for the establishment of one such body in | One of the reasons for the delay in the implementation of this activity was the fact that there had been delays from the very outset, which made it impossible | Given the fact that the Council for Cooperation with Civil Society is a Government's advisory body, and that parliamentary elections will take place in the first half of 2020 followed by the formation of a new Government, it is necessary to consider carefully whether it would be expedient to finalise this activity by the end of the term of office of the incumbent |

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| | | | | <p>Serbia. Based on the study, the Office prepared a concept document for the establishment of this body, which addressed key issues such as the composition and responsibilities of the Council. This was followed by a focus group discussion (consultation meeting) with representatives of civil society organisations to discuss the prepared concept document.</p> | <p>to meet the original deadline.</p> <p>Further, in an effort to offer a concept document that would be acceptable to both civil society and the Government, the Office deemed it necessary (although there was no such obligation) to consult with civil society organisations, which required additional time.</p> <p>The fact that similar mechanisms across the region proved to be largely ineffective was a particular challenge; therefore, it was necessary to examine in depth the reasons for such practice and offer possible solutions that would prevent a similar outcome in our country.</p> <p>One should also bear in mind that in 2019, in parallel with this activity, the Office was preparing the Guidelines on the inclusion of civil society organisations in working groups developing PPD proposals or drafts/proposals of regulations (Activity 5.3), which was a significant burden on the Office's already insufficient human resources.</p> <p>Finally, an additional obstacle was the lack of a strategic document (PPD) which would set out priority directions for the development of cooperation between SABs and civil society, the implementation of which should be monitored by the Council.</p> | <p>Government or it should be postponed until a new Government is in place.</p> <p>The Office for Cooperation with Civil Society deems it very important to establish this institutional mechanism for cooperation between the Government and civil society and will continue activity towards its establishment also in the current year.</p> |
| <p>1.5.1.3: Improve citizens' participation by developing guidelines on the composition of working groups developing proposals for PPDs and regulations and preparing and adopting bylaws regulating consultations with the interested public in the process of drafting</p> | OCCS | Q4 | Completed | <p>At the proposal of the PPS, the Serbian Government adopted on 31 January 2019 a Decree on the Methodology for Public Policy Management, Policy and Regulatory Impact Assessment, and Content of Individual Public Policy Documents (The Official Gazette of the Republic of Serbia, No. 8/19) regulating in detail some provisions of the Law on the Planning System (The Official Gazette of the Republic of Serbia, No. 30/18), including those governing public participation (of stakeholders and target groups) in developing PPDs and regulations.</p> <p>In accordance with Article 77 of the Law on State Administration (The Official Gazette of the Republic of Serbia, Nos. 79/05, 101/07, 95/10, 99/14, 47/18 and 30/18 – other law), and as a result of collaboration with the PPS, the Minister of State Administration and Local Self-Government adopted on 12 July 2019 the Rulebook on Good Practice</p> | <p>Activities on the adoption of bylaws under the Law on the Planning System and the Law on State Administration were fully implemented within the period stipulated by the Action Plan. Moreover, both documents were adopted before the fourth quarter of 2019.</p> | <p>As the proponent of the Conclusion for the adoption of the Guidelines on the inclusion of civil society organisations in working groups developing PPD proposals or drafts/proposals of regulations, the Office for Cooperation with Civil Society finalised the prepared document and collected opinions from all competent authorities by 21 January 2020, so the document can be expected to be submitted to the Government for adoption by the end of January.</p> |

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| regulations and PPDs, following the adoption of the Law on the Planning System and the Law amending the Law on State Administration | | | | | <p>Guidelines on Public Participation in Drafting Laws and Other Regulations and Documents (The Official Gazette of the Republic of Serbia, No. 51/19), which is a bylaw regulating in detail the manner of holding consultations in the regulation drafting process.</p> <p>The enactment of the above-mentioned bylaws completed the new legal framework governing public participation in the decision-making process, the basis of which was laid down in the Law on the Planning System and amendments to the Law on State Administration and to the Law on Local Self-Government. The conditions for citizens' participation have been significantly improved by "opening up", through consultation, the process of drafting regulations and public policies to public participation from the earliest stage of their preparation, as opposed to earlier regulations and practice that allowed only public hearings, as a rule in late stages of the decision-making process.</p> <p>In 2019, the Office for Cooperation with Civil Society first prepared a Draft Conclusion adopting the Guidelines on the inclusion of civil society organisations in working groups developing PPD proposals or drafts/proposals of regulations, involving stakeholders and target groups in this process through the organisation of two focus group discussions. The revised Draft Conclusion was afterwards subject to <u>consultation</u> with the general public in the form of round table discussions and by collecting written comments. Since the process of collecting opinions from the competent authorities showed the need for further elaboration of the prepared Conclusion Proposal, the Office gathered all opinions by 21 January 2020. The above document is expected to be sent to the Government by the end of January, for consideration and decision.</p> | There is a slight delay in drafting and adopting the Guidelines on the inclusion of civil society organisations in working groups developing PPD proposals or drafts/proposals of regulations, due to the need to further align the prepared Conclusion Proposal with the opinions of the competent authorities. |
| 1.5.1.4: Improve the open data initiative in the Republic of Serbia by: adopting the legal framework for open data and reuse of information in line with the EU Directive on the reuse of public sector information; acceding to the Open Data Charter; organising activities to promote the open data concept; and supporting the development of applications based on open data | MPALS G | Q4 | In progress | Q4 2020 | <p>The legal framework for data opening was provided through the adoption of the Law on E-Government⁵. In January 2019, the Decree on the Manner of Operation of the Open Data Portal⁶ came into force, describing in detail the procedures and standards for publishing open datasets of public administration bodies and all other institutions which publish their data. The process of acceding to the Open Data Charter has been halted due to the need to clarify how the Charter's principles could be transposed and to assess the benefits of accession. The open data concept was promoted through the <i>Open Data – Open Opportunities</i> project, grants awarded for the implementation of five projects, and open data challenges. Three rounds of challenges were organised which resulted in designing applications and visuals. One of the applications – <i>Forest and Climate</i> – received a European award in the Planet Friendly category. Another successful application is <i>Serbian Municipalities through Open Data</i> which provides visuals for the most important social and economic features of all municipalities.</p> <p>The open data concept was also promoted through the <i>Open Government Partnership</i> initiative, focusing in particular on the local level (in March 2019, three meetings were organised with Lapovo, Vlasotince and Sombor LSGs, in addition to a high-level conference in Belgrade).</p> | |
| 1.5.1.5: Produce a comparative study of e-civic engagement practices in order to ensure a more efficient expression of views by citizens | MPALS G | Q4 | Completed | | <p>Under the project <i>Support to the Implementation of the Public Administration Reform Action Plan – Local Self-Government Reform 2016–2019</i>, a Comparative Study of legal frameworks for the referendum, civic initiative and petition was done, with an overview of standards and principles contained in key international documents regulating the above-mentioned forms of citizens' participation in the decision-making process. In addition, a Methodology for the development of the comparative study of legal frameworks for the referendum, civic initiative and petition was developed. The countries selected for the Study were: Montenegro, the Republic of Slovenia, the Republic of Croatia, the Republic of Bulgaria, the Swiss Confederation, the Republic of Austria, and the Republic of Estonia.</p> <p>The Study also includes recommendations for improving the working draft of the Law on Referendum and People's Initiative and other relevant regulations governing forms of direct citizens' participation in the decision-making process (referendum, civic initiative and petition).</p> | |
| 1.5.1.6: Draft and adopt the new Law on Referendum and People's Initiative in order to improve mechanisms for expression of views by citizens | MPALS G | Q4 | In progress | Q1 2020 | <p>The MPALSG prepared the Draft Law on Referendum and People's Initiative, which was sent to state bodies for their opinion, in accordance with the Government's Rules of Procedure.</p> <p>In addition, a working group was established to draft this Law. Three public hearings were held in accordance with the law.</p> <p>After the text was modified to mirror the comments provided, the Draft Law, the rationale and accompanying documentation were submitted to the Government to approve it as the Bill.</p> | |

⁵ The Official Gazette of the Republic of Serbia, No. 27 of 6 April 2018 (<http://pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/27/4/reg>)

⁶ The Official Gazette of the Republic of Serbia, No. 104 of 28 December 2018 <http://pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/vlada/uredba/2018/104/4/reg>

Measure 1.5.2: Strengthening integrity and ethical standards of public administration employees and reducing corruption through strengthening of prevention mechanisms

| Indicator | | Baseline value and year | | | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-----------------------|---------------------------------|--------------------------|-----------------------------|---|---|---|
| Percentage of implemented recommendations of the Anti-Corruption Agency to eliminate corruption risks from proposed laws by 2020 | | 0 (2017) | | | 35.0 | 30.00 | |
| Activities to implement the measure: 2019 | Institution in charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
| 1.5.2.1: Draft the Law on Anti-Corruption Agency so as to introduce the obligation for all public administration employees to attend ethics and integrity training; prescribe the responsibility of managers of public authorities if they do not enable training delivery and the responsibility of employees if they do not attend training which has been made possible for them; introduce corruption risk assessment in public authorities as the ACA's mandate which would include preparation of reports with recommendations for risk elimination and integrity strengthening, and the obligation of public authorities to report to the ACA on measures taken to eliminate risks and strengthen integrity; define provisions on introducing anti-corruption assessment of laws (corruption proofing) in the drafting process; the ACA to adopt a methodology for anti-corruption assessment of laws | MoJ | Q2 | Completed | | | | |
| 1.5.2.2: Produce a comparative analysis on introducing ethics and integrity officers in public administration, an | ACA | Q4 | Completed | | At the request of the ACA, the EU project <i>Prevention and Fight against Corruption</i> supported the development of the comparative and national legal framework analyses, including guidelines and recommendations, aimed at introducing ethics and integrity officers in public administration in Serbia. The analyses and guidelines were drawn up | | |

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| analysis of the Serbian legal framework, and guidelines with recommendations for implementation | | | | | in December 2019. The documents were presented to the expert community at an event held on 23 December 2019 at the EU Info Centre in Belgrade. http://www.acas.rs/izvestaji/istrazivanja-i-analize/ | | |
|---|--|--|--|--|---|--|--|

M Measure 1.5.3: Strengthening of mechanisms for external and internal public administration control

| Indicator | Baseline value and year | Target value in 2019 | Achieved value in 2019 | Explanation |
|--|-------------------------|----------------------|------------------------|---|
| Percentage of cases where legal and natural persons acted upon recommendations issued to them by the Commissioner for the Protection of Equality | 77.70 (2017) | 79.7 | 87,2% | |
| Percentage of Ombudsman's recommendations accepted by administration bodies | 88.88 (2017) | 90.88 | 83.22% | The percentage of accepted Ombudsman's recommendations is calculated against those that have been received. |
| Percentage of implemented recommendations made by the State Audit Institution | 70.35 (2017) | 73.0 | 78.00% | |

| Activities to implement the measure: 2019 | Institution charge | Implementation deadline in 2019 | Status of implementation | New implementation deadline | Explanation | Reasons for the deviation from the plan and measures taken to address the problem | Future (key) steps needed to carry out the activity |
|---|--------------------|---------------------------------|--------------------------|-----------------------------|---|--|---|
| 1.5.3.1: Draft, hold public consultations and formulate the Bill amending the Law on Free Access to Information of Public Importance in order to strengthen the institution's independence, extend the number of obliged entities, improve procedures, and enhance proactive transparency | MPALSG | Q2 | In progress | Q3 2020 | During this period, the MPALSG obtained opinions from all competent authorities. As the new Commissioner, Mr Milan Marinović, was appointed in July, the Ministry deemed it legitimate to allow the new Commissioner some time to comment on the Draft Law. Proposals for further amendments to the Law submitted to the Ministry by the new Commissioner in September are currently being reviewed, after which the final text of the Draft Law will be sent to the Government for consideration and decision. | Due to a large number of bodies to which the Draft Law was sent for opinion (27 including the European Commission), the period required for collection of opinions was extended until March 2019. Since the new Commissioner took office in July, he was allowed some time to formulate his comments and suggestions, which was done in September. Bearing in mind that new comments suggested modifications to the text around some important issues, their review requires additional time, so the period for agreeing upon and formulating the final version of the Draft Law was extended. | Agreeing on the final version of the document and approval of the Draft Law at the Government session |
| 1.5.3.2: Draft, hold public consultations and formulate the Bill amending the Law on the Ombudsman in order to strengthen the institution's independence, improve its efficiency, and ensure the protection of rights of | MPALSG | Q4 | In progress | Q4 2020 | During this period, the MPALSG continued the law drafting process by organising three meetings of the special working group. In September, the MPALSG received the Ombudsman's text of the new Law on the Ombudsman. The Working Group reviewed this text and made comments on it, pointing out that some provisions would significantly alter the current purview and activities of the Ombudsman. | The MPALSG continued the law drafting process, as during the previous period the working group had focused on the text drafted by the Ombudsman. In the course of the law drafting process in the future, it will be necessary to produce as good provisions as | Finalising the text of the Draft Law, holding public consultations and the public hearing, agreeing on the text with the most important stakeholders, approval of the Draft Law by the Government |

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| citizens before state bodies | | | | | | possible and to hold productive online public consultations. Since the response from the civil sector during previous consultations was weak, additional time is required to formulate a quality text of the Draft Law which could be made public and to complete successfully the process of collecting comments and suggestions from the civil sector and the interested public. | |
| 1.5.3.3: Draft, hold public consultations and formulate the Bill amending the Law on the State Audit Institution in order to secure its full financial and operational independence and to provide mechanisms which will ensure a greater coverage of auditees (shorter time limits for completing the auditing process, new auditor titles) | SAI | Q1 | In progress | Q4 2020 | | In 2019, a peer review of the State Audit Institution was launched by the OECD/SIGMA. At the same time, a self-assessment exercise was initiated in line with the new INTOSAI Development Initiative's Strategy, Performance Measurement and Reporting programme, which was launched globally to address institutional capacity development and to support strategic management efforts by supreme audit institutions for their better performance. Given the fact that peer review and self-assessment findings can serve as the basis for strategic planning and capacity development, and for possible amendments to the Law on the State Audit Institution, the deadline for this activity was shifted to the fourth quarter of 2020. | |
| 1.5.3.4: Formulate the Bill on the Anti-Corruption Agency so as to differentiate between and clearly define the concepts of multiple office holding and conflict of interest, and to establish clear mechanisms and tools needed to manage and sanction conflicts of interest among public officials | MoJ | Q2 | Completed | | | | |

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| <p>1.5.3.5: Amend the Anti-Discrimination Law in order to achieve full alignment with the EU <i>acquis</i>, especially with respect to:</p> <ul style="list-style-type: none"> - the number of exceptions to the principle of equal treatment; - defining indirect discrimination. | ML EV SA | Q2 | In progr ess | <p>in September 2019, the Ministry of Labor, Employment, Veterans' and Social Affairs held a public consultation on the Draft Law on Amendments to the Anti-Discrimination Law, which was previously prepared in the process of wide consultation with civil society organizations, academia and interested individuals. The European Commission has previously submitted its opinion to the Draft at the end of 2018. In October 2019, the text of the Draft was sent to the authorities incharge for the purpose of obtaining their opinions, and at the end of December 2019, after receiving all relevant opinions of the state bodies and institutions and integrating them into the final version of the Draft, this material was submitted to the Government for decision. In the last week of 2019, all relevant committees of the Government gave their consent to the submission of the Draft to the Government for deciding what did not come in 2019.</p> | | |
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